

City of Hayward General Plan Update and EIR

November 1, 2012

Special Joint Meeting:
City Council, Planning Commission, and
General Plan Update Task Force



Introductions and Purpose





Audience

- **City Council**
- **Planning Commission**
- **General Plan Update Task Force**
- **General Public**



Lead City Staff

- **David Rizk, Development Services Director**
- **Richard Patenaude, Planning Manager**
- **Erik Pearson, Senior Planner, GPU Project Manager**



Consultant Team Members

- **Jim Harnish, Principal, Mintier Harnish**
- **Larry Mintier, Principal, Mintier Harnish**
- **Ted Holzem, Senior Project Manager, Mintier Harnish**
- **Dan Amsden, Project Manager, MIG**
- **Jason Jones, Jones Planning and Design**



Meeting Purpose

- **Introduce the General Plan Update Project Team**
- **Describe Our Roles and Responsibilities**
- **Provide an Overview of the Purpose and History of General Plans**
- **Discuss the Steps in the Update Process**
- **Summarize the Public Outreach Program**
- **Get Feedback about Your Issues and Expectations**

Project Team and Responsibilities





City Staff

- **Provide overall project management and oversight**
- **Facilitate public outreach program activities**
- **Staff and facilitate the General Plan Update Task Force**
- **Conduct background research on existing conditions**
- **Facilitate the visioning process**
- **Draft the General Plan and Implementation Program**
- **Provide support for the public hearing and adoption process**



Consultants

- Support public outreach program activities
- Conduct background research on existing conditions
- Assist with the visioning process
- Peer review of background reports, general plan, and implementation program
- Prepare the General Plan EIR
- Provide support for the public hearing and adoption process
- Provide training, templates, and resources



Community Members and Stakeholders

- **Participate in the General Plan community workshops**
- **Identify community assets, issues, and opportunities**
- **Help formulate a vision for Hayward**
- **Inform neighbors, friends, and organization about the General Plan Update and how they can be involved**



General Plan Update Task Force

- **Provide feedback and recommendations to staff**
- **Identify community issues, assets, and opportunities**
- **Help formulate a vision for Hayward**
- **Inform neighbors, friends, and organization about the General Plan Update and how they can be involved**
- **Participate in and help facilitate the General Plan community workshops**
- **Conduct focused General Plan outreach**



Planning Commission

- **Provide feedback and direction to the Project Team during work sessions**
- **Consider input and recommendations from the community and staff**
- **Confirm the draft General Plan vision**
- **Provide direction on major policy issues**
- **Conduct public hearings on the General Plan and EIR**
- **Provide recommendations to the City Council on certification of the General Plan EIR**
- **Provide recommendations to the City Council on the adoption of the General Plan**



City Council

- **Provide feedback and direction to the Project Team during work sessions**
- **Consider input and recommendations from the Planning Commission, community and staff**
- **Confirm the draft General Plan vision**
- **Provide direction on major policy issues**
- **Conduct public hearings on the General Plan and EIR**
- **Certify the General Plan EIR**
- **Adopt the General Plan**

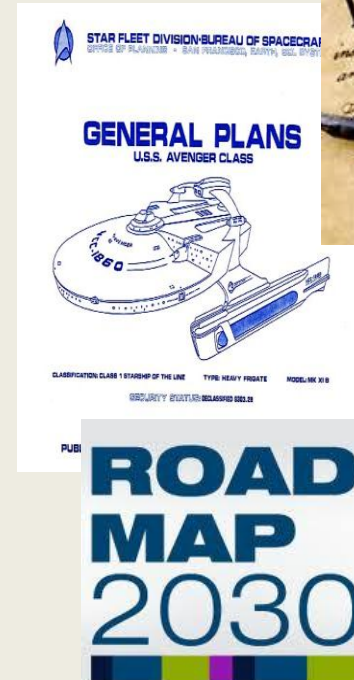
Purpose and History of General Plans





The Nature of the General Plan

- The general plan has been described variously as a
 - Blueprint
 - Guidebook
 - Operating manual
 - Roadmap
 - Touchstone for land use decisions
 - Constitution for land use and development





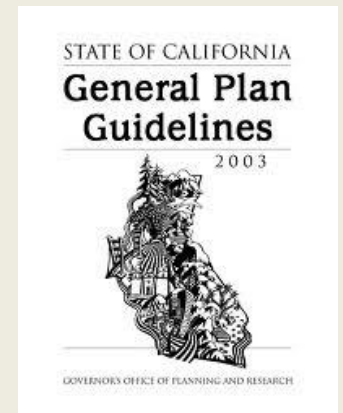
The Nature of the General Plan

- It is a long-term plan for development of the community
 - It has to address a minimum set of topics, such as land use, transportation, and housing
 - It has to be internally consistent
 - It is legally enforceable by virtue of numerous consistency requirements



Brief History of General Plan Law

- **Current general plan requirements date back to the mid-1950s**
- **In the late 1960s and early 1970s, the scope of the general plan expanded from two to nine elements, then reduced to seven in 1984**
- **The Legislature passed first consistency requirements in 1970 and 1971**
- **Over the years the Legislature has linked many new mandates directly and indirectly to the general plan**





Minimum Legal Requirements

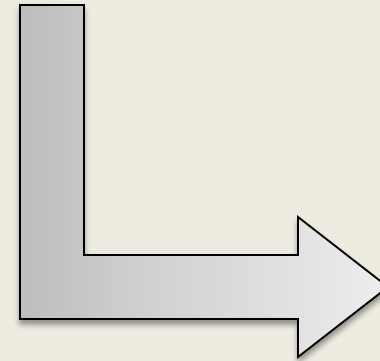
- **Comprehensive**
- **Long-term planning horizon (20-25 years)**
- **Identified planning area**
- **Internal consistency**
 - **Equal status among elements**
 - **Consistency between elements**
 - **Consistency within elements**
 - **Area plan consistency**
 - **Text and diagram consistency**





Seven Mandatory Elements

- **Elements**
 - Land Use
 - Circulation
 - Housing
 - Conservation
 - Open Space
 - Safety
 - Noise
- **“Shoe Fits” Provision**





Optional Elements

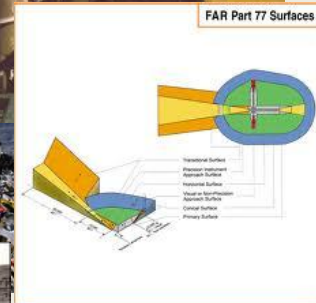
- **Range of Issues**
 - Any subject related to the physical development of the city
- **Common Subjects**
 - Economic development
 - Community design
 - Public facilities and services
 - Climate change/sustainability
 - Healthy communities
 - Childcare
 - Water





Other Mandatory General Plan Issues

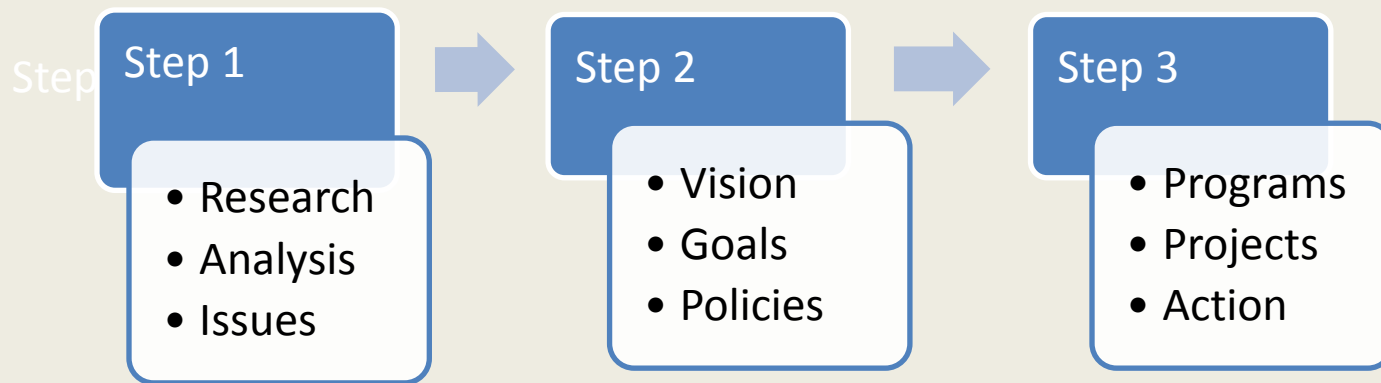
- Coastal Act
- Alquist-Priolo Earthquake Fault Zones
- Solid Waste Management
- Hazardous Waste Management
- Surface Mining and Reclamation
- Airport Land Use Compatibility





How Issues Must Be Addressed

- **Three Basic Parts**
 - **Background Information**
 - **Policy**
 - **Implementation Programs**





Inadequate General Plan Consequences

- **Court order to fix the General Plan**
- **Limits on future development**
- **Vulnerability of past approvals**
- **Attorney's fees**



Recent Changes in State Law and General Plan Practice





Complete Streets Act – AB 1358 (2008)

- **Requires Circulation Elements to:**
 - Include a plan for a balanced, multi-modal transportation network to meet the needs of motorists, pedestrians, bicyclists, children, seniors, disabled, transit users, and commercial goods movers
- Revised circulation element must be adopted by 2014 to qualify for OBAG funding





Climate Change

- **AB 32 – Global Warming Solutions Act of 2006**
 - Requires the California Air Resources Board to adopt regulations that achieve 1990 GHG levels by 2020
 - Does not require general plans to address GHG emissions or climate change, but expectations have evolved
- **SB 97 (2007)**
 - Requires CEQA guidelines to include direction for CEQA documents to mitigate GHG emissions and the effects of GHG emissions
- **Executive Order S-13-08 (2008)**
 - Directs state agencies to plan for sea level rise and climate impacts through coordination of the state Climate Adaptation Strategy



Sustainable Communities Strategies – SB 375 (2008)

- Links land use, transportation, and housing planning to reduce GHG emissions
- Implements AB 32 GHG reductions for cars and light trucks
- Requires MPOs to update RTPs and RHNA to coordinate transportation, housing, and GHG reductions
- Does not require general plans to be consistent with regional plans; however,
 - *Incentives are provided to projects and local government plans that are consistent*

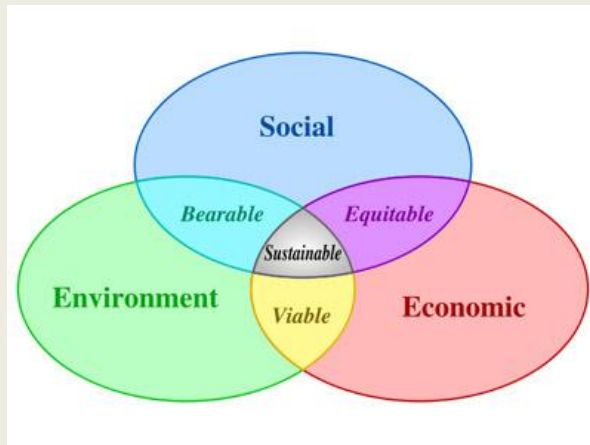


Flooding – AB 162/SB 5

- Several new State laws passed in 2007
- Requires general plans to;
 - Identify areas subject to flooding
 - Consider location of natural resources used for groundwater recharge and stormwater management
 - Reflect new flood hazard information
 - Exclude housing from areas not adequately protected from flooding
- May adopt the Safety Element in conjunction with the Hazard Mitigation Plan



Sustainability



- No general plan mandates
- Overall planning approach that emphasizes responsible management of environmental, economic, and social resources
- Focus on developing community resiliency



Healthy Communities

- No legal requirements for general plans
- Healthy communities initiatives promote:
 - Complete streets
 - Walkable neighborhoods
 - Access to healthy foods
 - Parks and recreation
 - Healthy schools and nutrition
 - Health care access
 - Worksite wellness



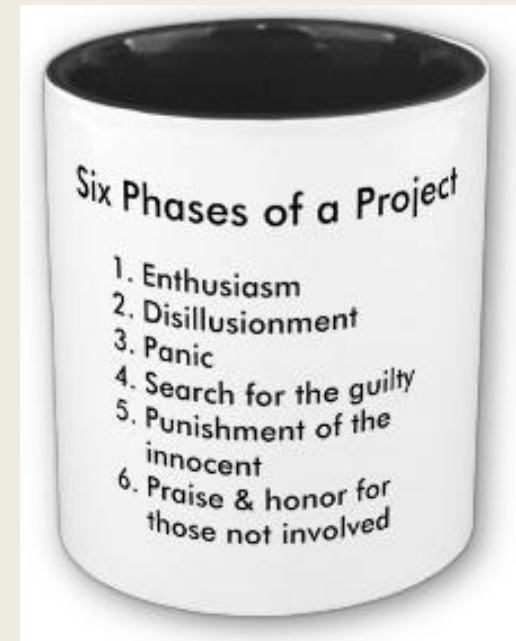
Steps in the General Plan Update Process





Project Phases

- **Phase 1: Project Initiation**
- **Phase 2: Background Reports**
- **Phase 3: Formulate Vision**
- **Phase 4: Drafting the General Plan**
- **Phase 5: Prepare EIR**
- **Phase 6: Housing Element**
- **Phase 7: Plan Adoption**





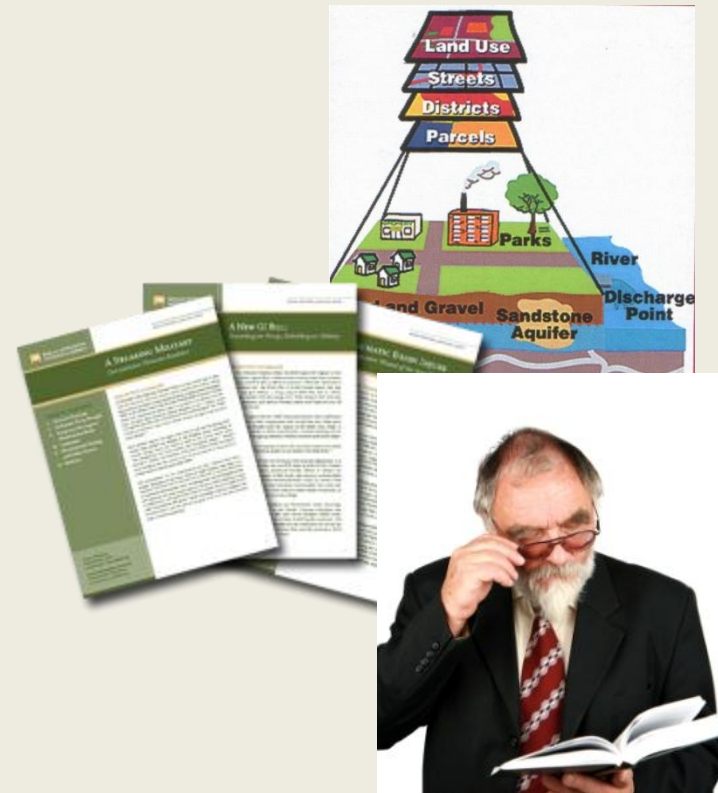
Phase 1: Project Initiation

- **Tasks:**
 - Finalize work program and schedule
 - Establish public outreach program
 - Create project website
 - Kick-off meeting
 - Appoint General Plan Update Task Force
 - Training session #1: General Plan and work program overview



Phase 2: Background Research on Existing Conditions

- **Tasks:**
 - **Training Session:**
Reconnaissance and Existing Conditions
 - **GIS Database and Base Maps**
 - **Prepare Background Report Studies**
 - **Peer Review**
- **Completion by February 2013**





Background Report Responsibilities

CONSULTANTS

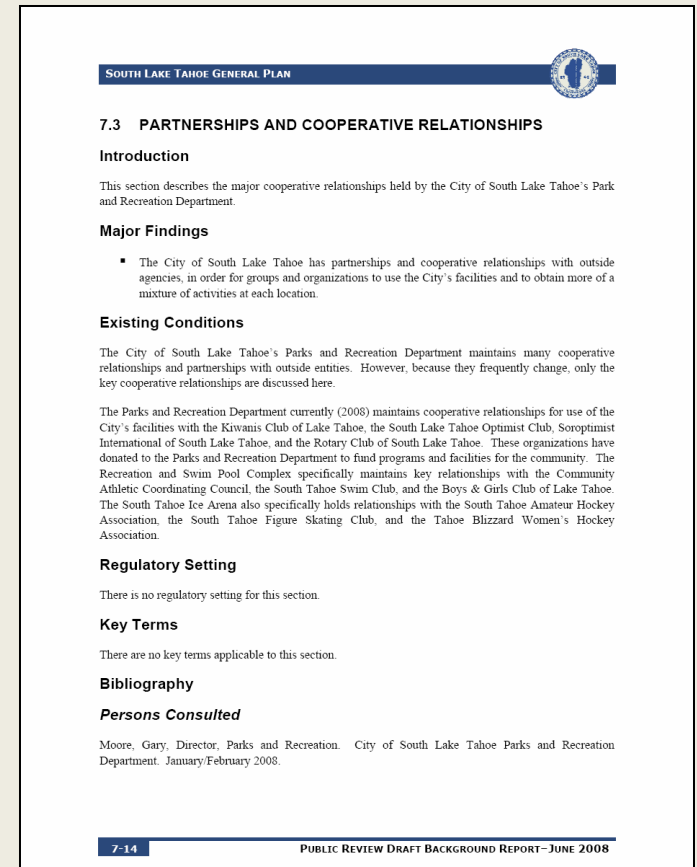
- Air Quality
- Biological Resources
- Paleontological Resources
- Geological Resources
- Hazardous materials
- Noise
- Public Health
- Mobility
- Fiscal Impact Analysis

CITY STAFF

- GHG Emissions
- Land Use
- Demographics
- Economic Development
- Housing
- Cultural Resources
- Parks and Recreation
- Public Services
- Water System
- Wastewater System
- Stormwater System

Background Report Contents

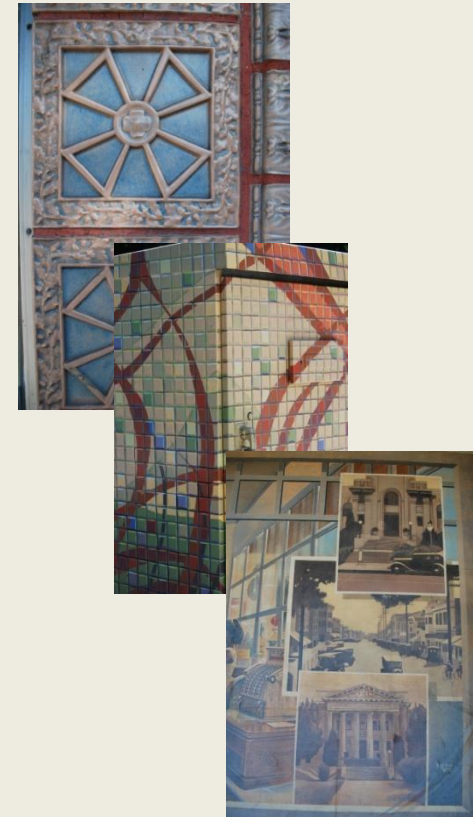
- Introduction
- Major Findings
- Existing Conditions
- Regulatory Setting
- Key Terms
- Bibliography





Background Report Uses

- **Background Reports serve four important uses:**
 - Provide a snapshot of the City
 - Identify key issues and opportunities
 - Satisfy some general plan content requirements
 - Provide the environmental setting portion of the EIR





Phase 3: Visioning

- **Work Tasks:**
 - **Training Session:
Establishing a Vision**
 - **Review Past Efforts**
 - **Community Workshop**
 - **Draft the Vision and
Guiding Principles**
- **Completion by February 2013**





Visioning

- **Objectives:**
 - **Assess where the community is and where it is going**
 - **Determine what the community wants to be**
 - **Guide how the community is going to get there**
 - **Establish a draft general plan vision and guiding principles**





What is a Vision?



OUR FUTURE

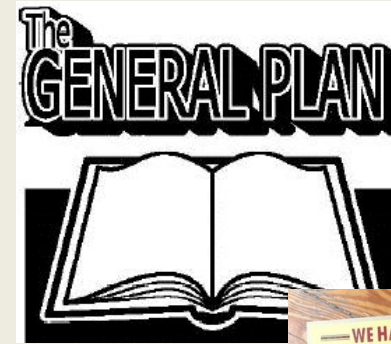


- Ideal future aspirations to work towards
- Inspires decision-makers and the community
- Unique to the community and local preferences
- Comprehensive, long-term, visual, and positive
- Paints a picture of the future



Phase 4: Drafting New Goals and Policies

- **Work Tasks:**
 - Training Session: Preparing the Plan
 - Review the Existing Plan
 - Drafting the New Plan
 - Strategic Implementation Plan
 - Townhall Forum
- **Completion by August 2013**





Evaluating the General Plan

| 1992 General Plan | | Existing Policies and Implementation Programs Evaluation | | | | | | | | General Plan Update Feedback | | | | | |
|---|------|---|-----|---|-----|--|-----|------------------------------------|-----|--|-----|---|-----|--|--|
| Objective/Policy/Implementation | Page | Execution | | Clarity | | Progress | | Outcome | | Current | | Continuation | | Modification | |
| | | Was this achieved or carried out? | | Does this provide clear direction to staff, decision makers, and other users? | | Was implementation of this capable of being monitored? | | Did this have the desired results? | | Does this adequately address current issues, opportunities, or County direction? | | Should this be continued in the Updated General Plan? | | Should this be modified way? If so, describe | |
| | | Yes | No* | Yes | No* | Yes | No* | Yes | No* | Yes | No* | Yes | No* | | |
| A. SEISMIC AND GEOLOGIC HAZARDS | | | | | | | | | | | | | | | |
| Objectives | | | | | | | | | | | | | | | |
| 1. To reduce the risk to life and property and increased governmental cost from potential seismic occurrences. | V-3 | | | | | | | | | | | | | | |
| 2. To minimize the adverse economic, social and physical impacts from geologic hazards. | V-3 | Please move on to General Plan Update Feedback and Input. → | | | | | | | | | | | | | |
| Policies | | | | | | | | | | | | | | | |
| 1. The risk to human safety and property from seismic and geologic hazards shall be considered in determining the location and intensity of development and the conditions under which it may occur. | V-3 | | | | | | | | | | | | | | |
| 2. Facilities necessary for emergency services, major utility lines and facilities, manufacturing plants using or storing hazardous materials, high occupancy structures (such as multifamily residences and large public assembly facilities), and facilities housing dependent populations (such as prisons, schools, and convalescent centers) shall not be located within one-eighth of a mile of any active fault. | V-3 | | | | | | | | | | | | | | |
| 3. Facilities necessary for emergency services should be capable of withstanding a maximum credible earthquake and remain operational to provide emergency response. | V-4 | | | | | | | | | | | | | | |
| 4. Regional and local efforts to curb subsidence of the Delta should be promoted. | V-4 | | | | | | | | | | | | | | |
| Implementation | | | | | | | | | | | | | | | |
| 1. Open Space. The following areas of the County shall be planned for open space to limit exposure of people and structures to hazards: (a) The Delta Islands, because of subsidence and potential flooding from levee failure. (b) Slopes with Landslide Susceptibility Rating 1. (Planning) | V-4 | | | | | | | | | | | | | | |
| 2. Building Requirements. The County shall continue to comply with State regulations, shall require studies where necessary for geologic information, and shall require mitigation of seismic or unstable geologic hazards for new construction. (Building Inspection) | V-4 | | | | | | | | | | | | | | |
| 3. Building Inventory. The County shall continue to inventory buildings to identify | V-4 | | | | | | | | | | | | | | |



Sources of New Goals and Policies

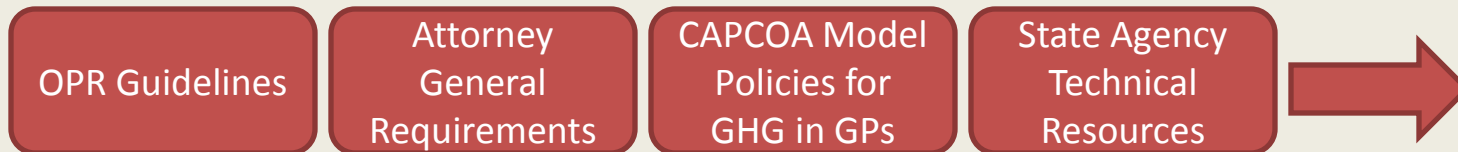
Supporting Documents



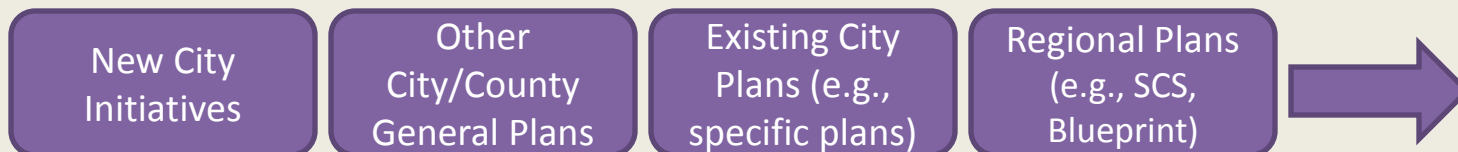
Public Input



State Mandates/Recommendations



Other Sources



New General Plan
Goals and Policies




Policy Language Rules of Thumb

- **Start with “The City shall...”**
- **Be concise**
- **Separate ideas belong in separate policies**
- **Use active voice (no passive voice)**
- **Use simple words wherever possible**
- **Pay careful attention to verb choice**





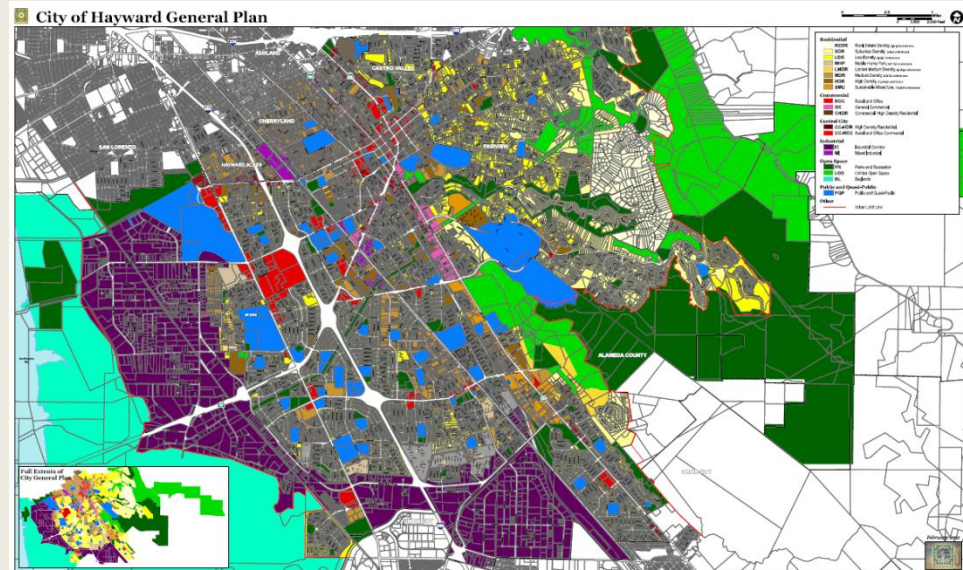
Developing Implementation Programs

|  Table 4-2 Land Use and Urban Design Implementation Programs | | 2009-2011 | 2012-2015 | 2016-2030 | Annual | Ongoing |
|--|--|-----------|-----------|-----------|--------|---------|
| 1. The City shall develop and maintain a citywide database of vacant and underutilized sites to monitor the city's growth and change. The City shall prepare an annual report on the number of vacant sites and underutilized sites that were developed during the previous year. <i>(PSR/PI)</i> | | | | | | |
| Implements Which Policy(ies) | LU 1.1.3 | ● | | | ● | |
| Responsible Department(s) | Planning, Economic Development, and Development Services | | | | | |
| Supporting Department(s) | N/A | | | | | |
| 2. The City shall prepare a comprehensive update of the Infill Strategy, including integration of the city's Commercial Corridor Revitalization Strategy into the Infill Strategy, to address obstacles to development in target infill areas, commercial corridors, and key opportunity sites. <i>(MPSP)</i> | | | | | | |
| Implements Which Policy(ies) | LU 1.1.4; LU 1.1.5; LU 6.1.3 | ● | | | | |
| Responsible Department(s) | Planning, Economic Development, and Development Services | | | | | |
| Supporting Department(s) | N/A | | | | | |



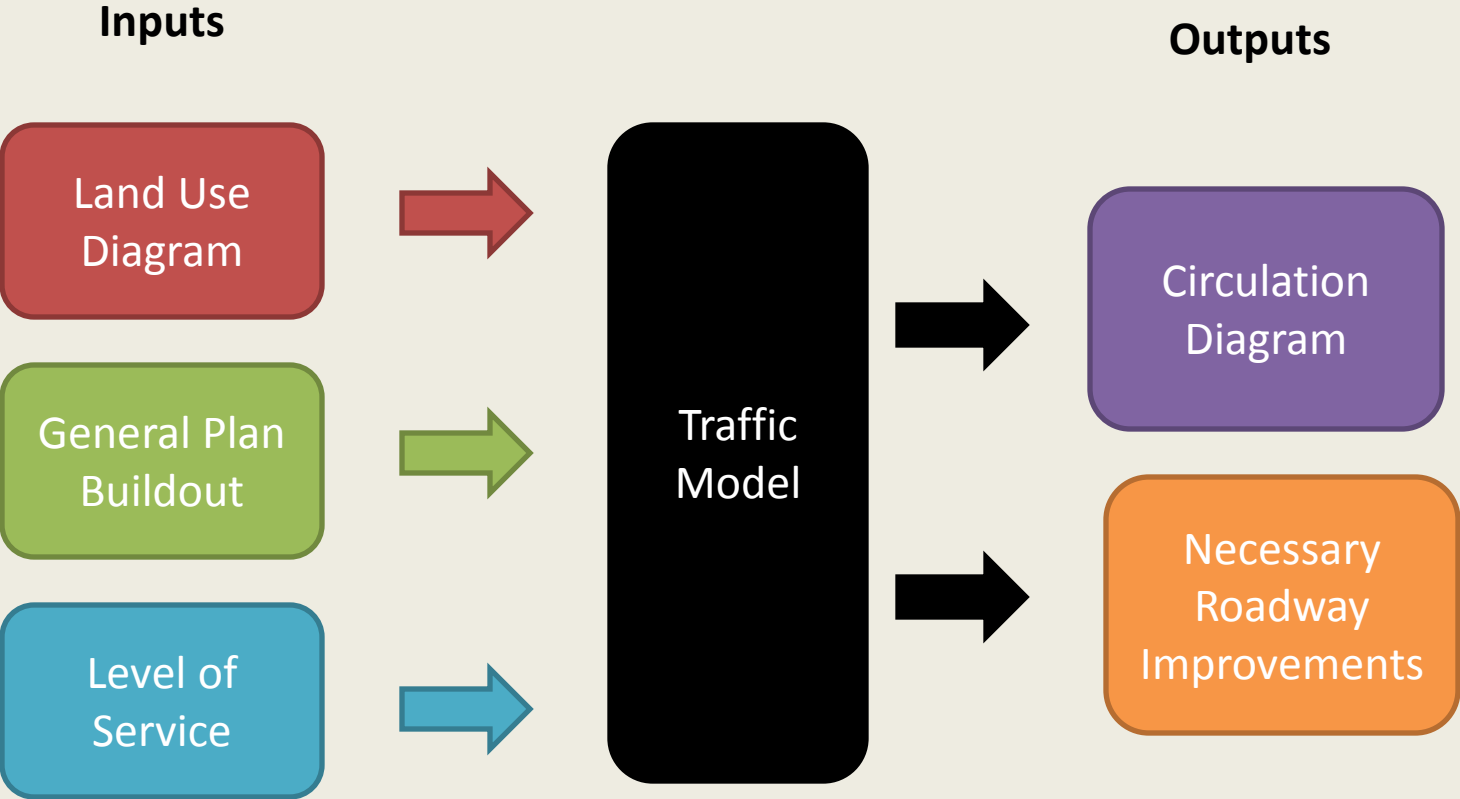
Revising the Land Use and Circulation Diagrams

- **Land Use Diagram**
 - Confirm land use designation standards and descriptions
 - Incorporate changes from preferred land use alternative
 - Consider property owner requests



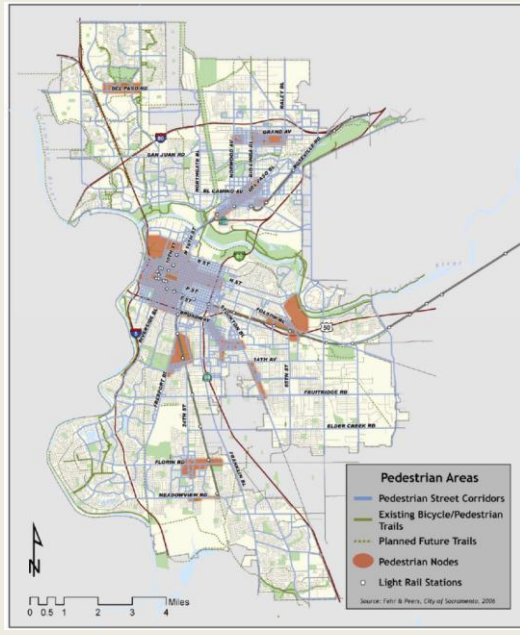
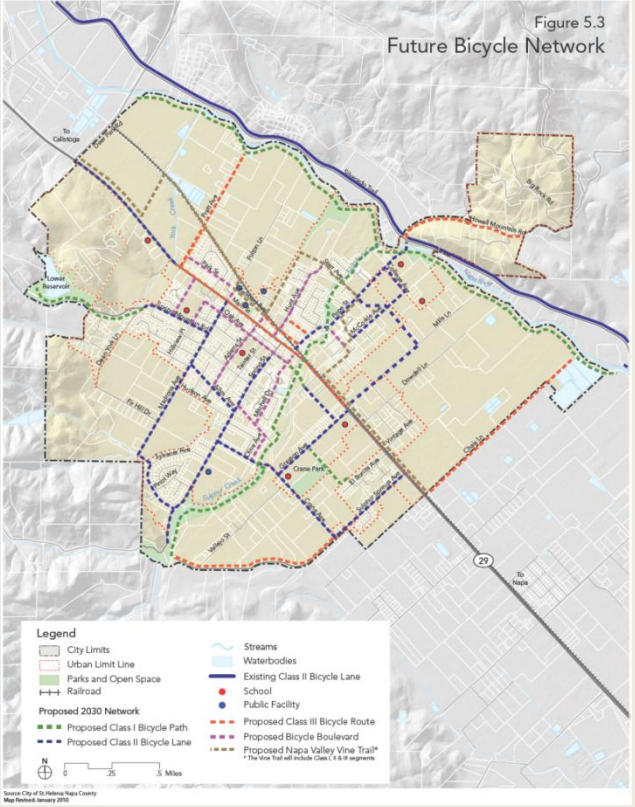
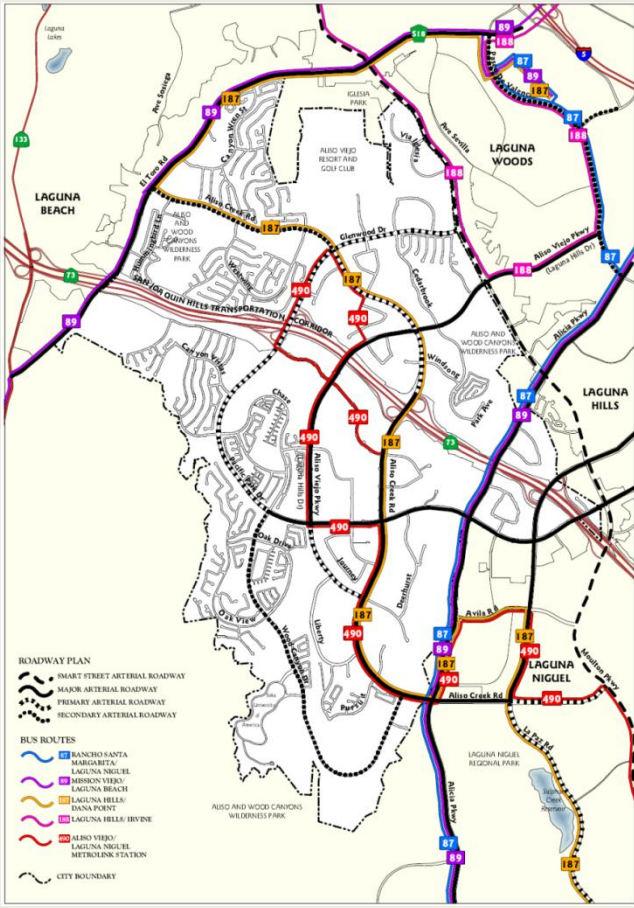


Circulation Diagram





Circulation Diagram: Roadways, Transit, Bicycle and Pedestrians





Using Graphics

- **Illustrations**





Using Photos

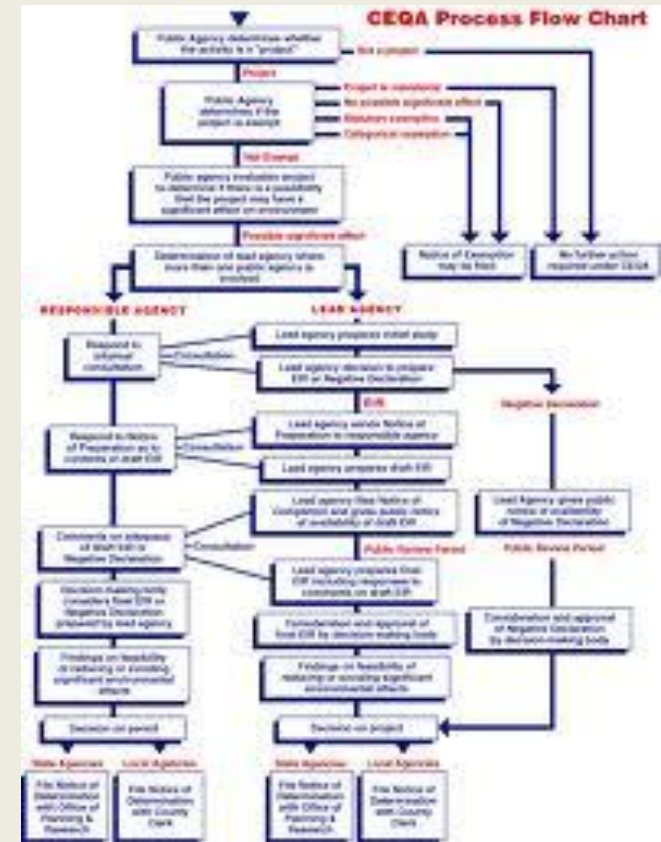
- **Photo example**





Phase 5: Environmental Impact Report

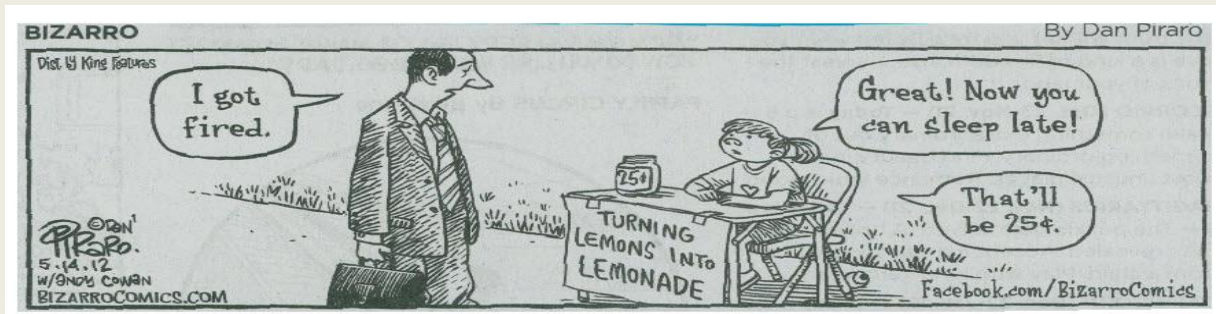
- **Tasks:**
 - Initial Study/NOP
 - Scoping Meeting
 - Administrative Draft EIR
 - Draft EIR
 - Public Review and Comment
 - Respond to Comments
 - Final EIR
- **DEIR completion by November 2013**





Need for CEQA Compliance

- Do we really need to comply with CEQA? - Yes
- Why?
 - A General Plan is a type of project according to CEQA
 - Would have reasonably foreseeable impacts
- Can we make lemonade? - Yes
 - By taking advantage of other completed work
 - By using the CEQA process as a General Plan implementation tool





Building on Previous Work

EIR content provided by General Plan work efforts





Phase 6: Housing Element Update

- **Tasks:**
 - **Training Session: Updating the Housing Element**
 - **Public Outreach**
 - **Background Research**
 - **Prepare Draft Housing Element**
 - **HCD Review**
 - **Adoption**
- **Completion by March 2014**





Phase 7: Plan Adoption

- **Tasks:**
 - **Planning Commission Hearings**
 - **City Council Hearings**
 - **FEIR Certification**
 - **General Plan Adoption**
 - **Prepare Final Documents**
 - **Create Web-Based General Plan**
- **Completion by June 2014**





Hearings

- One Planning Commission hearing minimum
- One City Council hearing minimum prior to adoption



Implementation





Web-Based General Plan

- **Dynamic communication tool**
- **Provides transparency and accessibility**
- **Increases efficiency**
- **Highly graphical**
- **Easily searchable**
- **Cross-referenced links**
- **Provides recent news**
- **Enables easy public feedback**



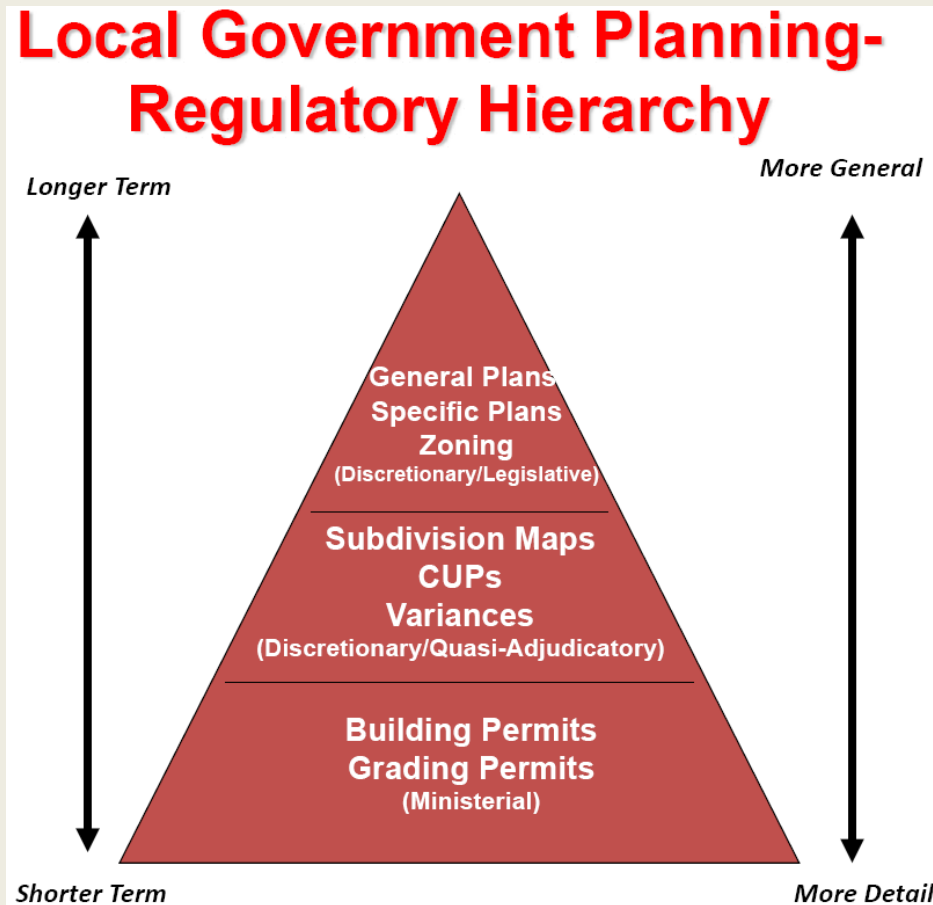


Implementing and Maintaining the Plan

- **There are many ways to implement the general plan:**
 - Specific plans
 - Zoning
 - Conditional use permits
 - Subdivision maps
 - Development agreements
 - Capital improvement programs
 - Public works projects
 - Housing authority projects
 - Integrated waste management planning
 - Required open space zoning ordinances
 - Open space acquisition, disposal, restriction, and regulation
 - Accepting or approving an open space easement



General Plan Consistency in Implementation





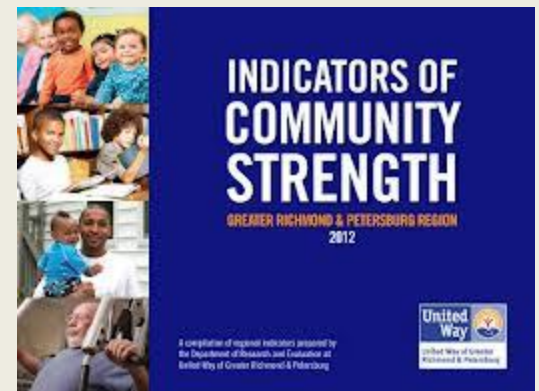
Annual Reports

- **Annual report required to be provided to legislative body, OPR, and HCD by April 1**
 - **Status of the general plan and progress in its implementation**
 - **Progress in implementing the housing element in terms of meeting its RHNA numbers and removing governmental constraints**
- **OPR's Annual Progress Report Guidelines**
- **HCD forms**
- **Typical annual report contents**
 - **Implementation highlights from previous year**
 - **Development activity highlights from previous year**
 - **Implementation status by element (or implementation program)**
 - **Housing element implementation**
 - **General plan amendments adopted during previous year**



Indicator Reports

- **Measuring performance and quality of life**
- **Change over time versus comparison with other areas/ jurisdictions**
- **Typical categories**
 - Land use and transportation
 - Economy
 - Environmental health
 - Resource use/conservation
- **Links to the general plan**
- **Goals/targets**



Public Outreach Program





- **General requirements for consultation**
(Government Code Section 65351)
 - **Citizens**
 - **Property owners**
 - **Public agencies**
 - **Public utility companies**
 - **Native American tribes**
 - **Civic, education, and other community groups**





Hayward Outreach Program

- **E-mail data base/E-blasts**
- **General Plan Website**
- **Community opinion survey**
- **Newsletters**
- **Branding**
- **General Plan Update Task Force**
- **City Council/Planning Commission study sessions**
- **Community workshops**
- **Neighborhood and community group meetings**
- **Project information booth**
- **Outreach toolkit**
- **Translation services**



E-mail data base/E-blasts

- **Start with City databases**
- **Expand as the Project goes forward**
- **Typical contents**
 - **Full name**
 - **Physical address**
 - **Email address**
 - **Telephone number (optional)**
- **Create sign-up link from project webpage/website**
- **Send to everyone in the contact database an e-blast announcing upcoming meetings and new documents**
- **E-blasts include direct links to web pages/ documents where appropriate**



General Plan Website

- Promotes the project
- One place for all GPU information
- Allow public easy access to project documents
- Includes:
 - FAQs
 - How to get involved
 - Project news
 - Meeting notices and agendas
 - General plan documents
 - Feedback opportunity



Community Opinion Survey

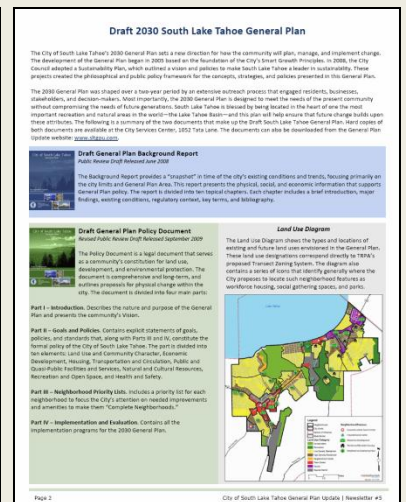
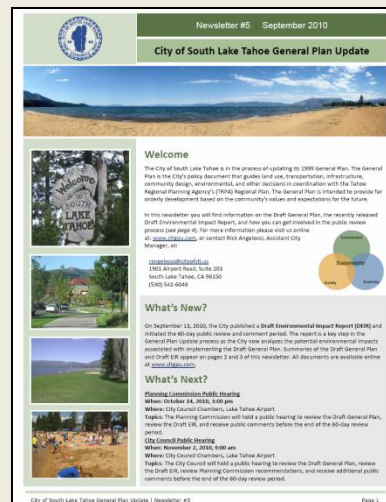
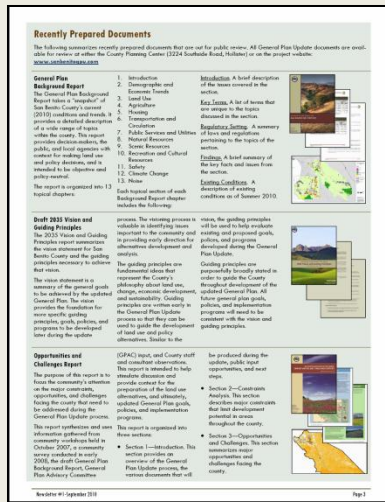
- **Find out residents' opinions about community assets, issues, and opportunities**
- **To be mailed with utility bills over the next two months**
- **Used to help form a community vision and new policies**





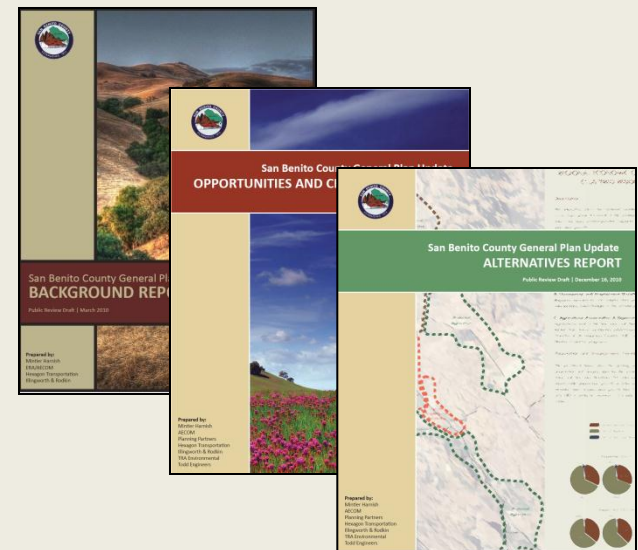
Newsletters

- Simple and graphically pleasing
- Consistent theme with other project documents
- Produced before each workshop



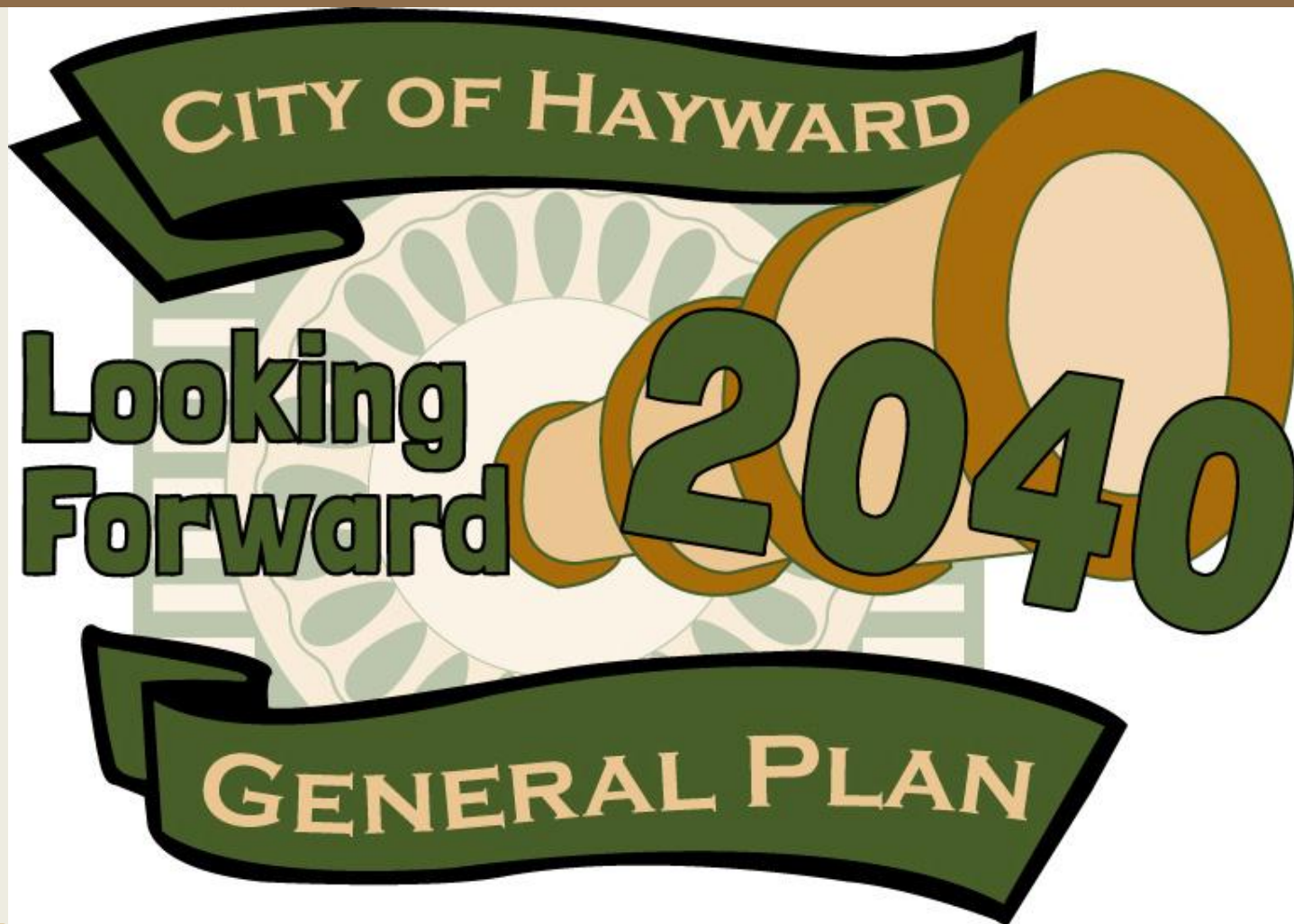
Branding

- Develop a project-specific logo
- Develop a unique title or slogan
- Use unique colors and fonts in project materials/ documents





New Logo





General Plan Update Task Force

- **Focused topical input**
- **Community ownership of the process/product**
- **Community stakeholders**
- **Provides input throughout the process**
- **Serves as another public body/meeting opportunity**





City Council/Planning Commission Study Sessions

- **Stand-alone meetings**
- **Update Council/Commission on process/progress**
- **Focus on specific topics or issues that need to be acted upon in order for the project to move forward**
- **Input at this stage is providing direction to staff, not formal action on the project**
- **Provides another opportunity for public input**



Community Workshops

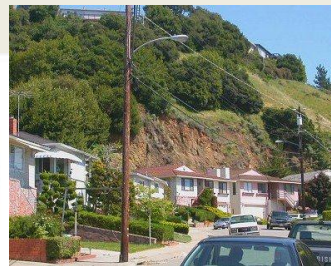
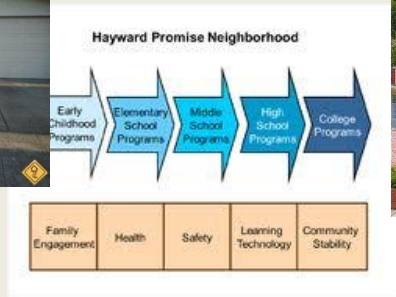
- Educate the public
- Allow opportunities to contribute
- Engage the community
- Help build understanding of and support for the General Plan
- Three workshops:
 - Issues and Assets (November 29/December 1)
 - Vision and Guiding Principles
 - General Plan Celebration





Neighborhood and Community Group Meetings

- Reach out to neighborhoods
- Take the general plan to the community
- Small group settings
- Informal presentations





Project Information Booth

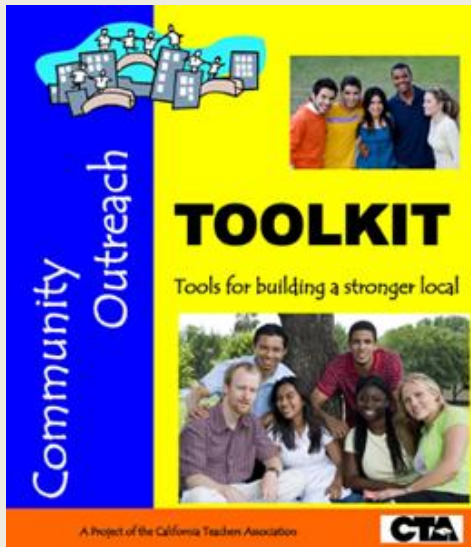
- **Take the general plan to where people gather**
 - Farmers market
 - Light up the Season
 - Blues Festival
 - Zucchini Festival
- **Provide display boards and handouts**
- **Expand contact list**
- **Generate community interest**





Outreach Toolkit

- Used to gather input from neighborhood and community groups
- Includes:
 - Handouts
 - PowerPoint
 - FAQs
 - Comment cards
- Train community volunteers and GPUTF members to use in meetings





Translation Services



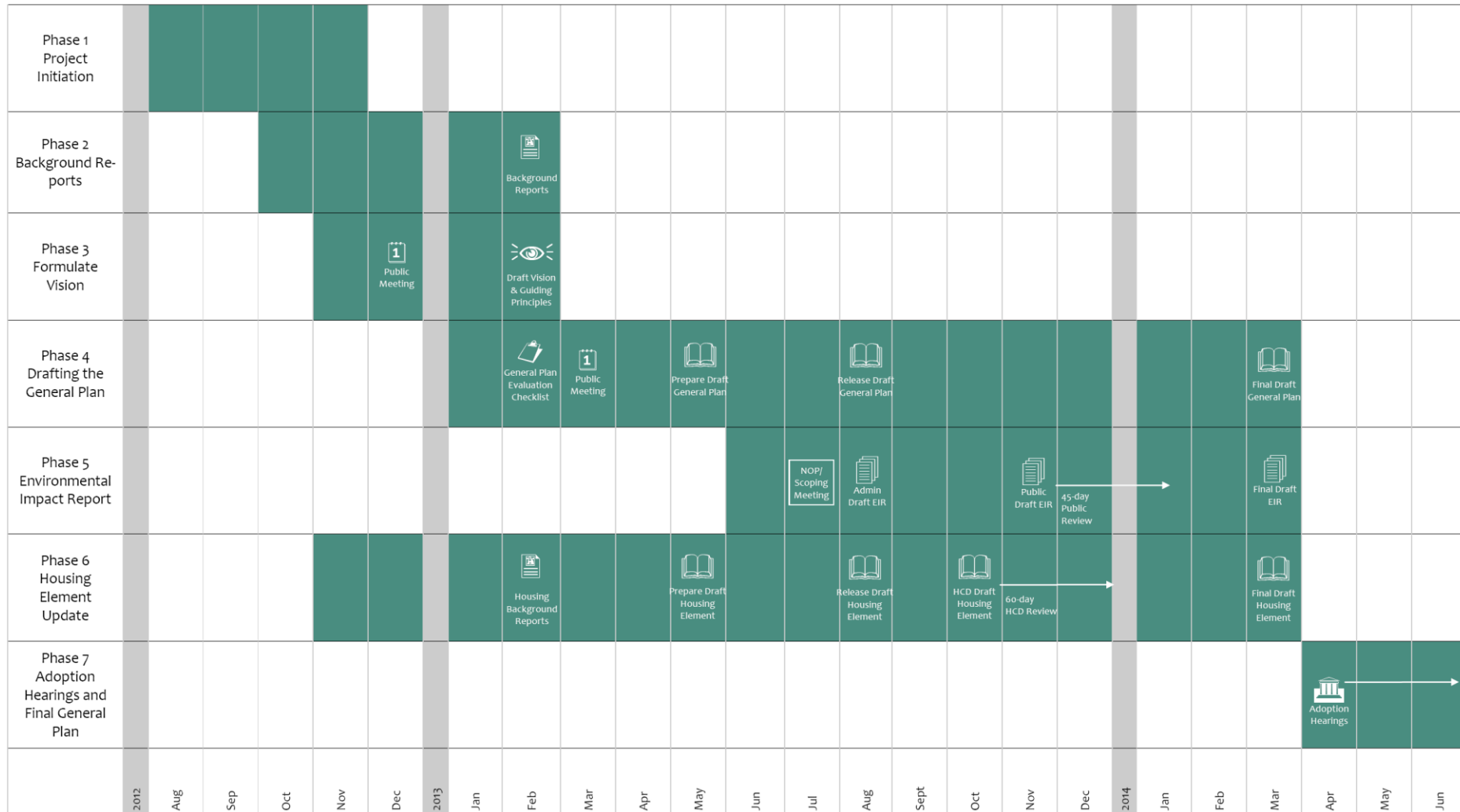
- **Purpose: Engage non-English speakers and make them part of the process**
- **Two types of translation services:**
 - **Verbal translation at meetings**
 - **Translation of written materials**

Project Schedule





CITY OF HAYWARD GENERAL PLAN UPDATE BASIC PROJECT SCHEDULE



General Discussion of Major City Issues





Issues/Concerns Already Identified

- **General Plan should be web-based**
- **Use Neighborhood Partnership Meetings**
- **Need an Implementation Plan**
- **Need lots of Public Involvement**
- **Portions of ex. GP do not need to be re-written**
- **Address youth, social equity, neighborhoods, parks, high-quality jobs, loss of the RDA**



Questions

- **What city assets should the General Plan preserve, enhance, and/or emphasize?**
- **What major issues should the General Plan Update address?**
- **What opportunities can the City leverage in the General Plan?**